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ABSTRACT

Priorities for the continued development of postsecondary education in the South are identified, specifically the structure and process by which limited funds will be allocated and public resources used. Education and training for employment has been identified as a special need for southern high school graduates. Postsecondary education must offer a broad range of opportunities for education beyond high school, and the full diversity of postsecondary institutions and programs must be considered in statewide planning for the effective use of public resources. The purpose and meaning of a baccalaureate education must be redefined, and undergraduate programs must be reexamined in terms of changing demands and expectations for education. Other priorities are identified for the active consideration of academic and public leaders. Consolidation and restraint in development of graduate and professional education, the adequacy of funding, use of specialized talents and resources in the solution of societal problems, need for self-generated reform, more nontraditional approaches, and concern for minority and ethnic groups are matters requiring careful consideration by policy and decision makers. (Author/LBH)

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# Priorities for Postsecondary Education in the South

**A Position Statement**
**by the**
**Southern Regional Education Board**

U S DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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130 Sixth Street, N. W.
Atlanta, Georgia 30313
September, 1976
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# Foreword

Over the past 15 years, the South has taken great strides toward achieving national parity in extending educational opportunity and strengthening its systems of post-high school learning. At this juncture, however, new challenges face the region in adapting to shifting needs and realities. Leaders in both educational institutions and state government already are making difficult choices. Those choices are likely to grow more difficult, forcing attention to priorities. The Southern Regional Education Board presents this position paper to stimulate active consideration of what those priorities should be.

The statement is a result of considerable study and discussion by members of the Board, its Educational Plans and Policies Advisory Committee, its Legislative Advisory Council and its staff. In addition, a number of consultants and review panels provided major assistance, for which the Board expresses its appreciation.

The Board devoted its annual meeting in June, 1976 to discussions of a preliminary draft of this statement and authorized its Executive Committee to approve for publication a revision based on those discussions and to give the document wide distribution.

Winfred L. Godwin, *President*
Southern Regional Education Board

# The Priorities

- **Statewide planning in postsecondary education must be assigned a high priority. Improvement of the planning and decision-making process at both the institutional and the state levels is essential.**

- **The provision of postsecondary opportunities for minority and ethnic groups remains a major priority for the region. State efforts to expand opportunity should be an integral part of state planning to serve the diverse needs of a pluralistic society for education beyond the high school.**

- **A priority of major importance should be an affirmative redefinition of the purpose, meaning, and value of baccalaureate education with special attention to an appropriate balance of the academic disciplines with the career preparation and personal development of students.**

- **Education and training for employment is a crucial need for high school graduates in the South. Specific training programs below the baccalaureate should remain a primary function of two-year colleges, vocational-technical schools, and proprietary schools, but the relationship between education and employment requires careful attention at all levels of postsecondary education.**

- **Graduate and professional education of high quality must remain a priority of particular importance in the South, with special concern both for the improved representation of women and minorities and for selective retrenchment in over-expanded fields.**

- **Special consideration should be given to non-traditional alternatives for learning at the undergraduate, graduate and professional levels. Program regulations and funding procedures should be designed to implement these options.**

- **The academic community has within its own ranks the potential for self-generated reform. That reform should be based on a systematic assessment of educational outcomes and impact, and should lead to improved faculty performance and productivity.**

- **A crucial priority for postsecondary education is adequate, equitable, and efficient funding. The adequacy of funding must be balanced with an equitable sharing of educational costs, efficient use of financial resources, and access to postsecondary education for all who can benefit.**

- **The talents and resources of postsecondary institutions and of universities in particular should be applied more directly and more effectively to major problems facing state governments.**

# Introduction

The future of postsecondary education is difficult to forecast but it is already clear that an era of rapid growth and expansion has drawn to a close. Now, new priorities and commitments must be actively considered by educational and public leaders. While postsecondary education must necessarily continue to grow and to improve, it will not grow at the same rate. Nor is it likely to develop with the same sense of optimism witnessed during the past quarter century. Education, at all levels, finds itself in competition with social, energy, and environmental needs that command the attention of policy makers. Adjustments, redirection, and possible contraction will be necessary if institutions of postsecondary education are to meet successfully their respective missions and challenges.

Postsecondary education, as the term is used here, consists of two-year and four-year colleges, graduate and professional institutions, and vocational-technical schools. It includes public institutions, private colleges and universities, and proprietary schools. The range of postsecondary education extends from large, multi-campus universities to small, highly specialized schools offering short-term training for immediate employment or personal improvement.

Public policy for postsecondary education must be formulated at a time when it is unlikely that postsecondary education will receive a growing proportion of state or societal resources. The challenge to educational leadership is to discipline educational needs. Institutional and program development in the future must be based on different premises and be sensitive to a new set of constraints in institutional planning and management. The immediate future must be regarded, therefore, as one in which uncertainties and contingencies will be highly influential and perhaps dominant.

One aspect of the changing environment is the imminent peaking of the college-age population pool by the end of this decade, a fact of life in no way affected by recent fluctuating enrollment associated with the end of the Viet Nam war and economic recession.

National priorities in postsecondary education have been discussed by numerous commissions and panels in recent years. Much of this discussion has centered on the role of the federal government but there remains a consensus that education is a primary responsibility of the states. For the foreseeable future, education beyond high school will remain a crucial function of state government and the corresponding responsibilities for formulating sound public policy will continue in the hands of public and academic leaders at the state level. Regional and state priorities will continue to be influenced strongly by national priorities and commitments but should not fail to address specific problems in the region and states.

The consideration of postsecondary priorities in the South should include a concern for the efficient use of resources through cooperative interstate efforts. Priorities should be considered within a framework of goals and objectives that are commonly accepted and mutually understood. Such goals have been enunciated for the region and retain a widespread and continuing commitment. Postsecondary education should:

1. Provide every individual with the opportunity for maximum development of his abilities.
2. Produce citizens responsive to the social, economic, and political needs of their time.
3. Achieve excellence in teaching, scholarship, and research.
4. Accelerate the economic progress of the Southern region through education and research.
5. Guide the region in solving social problems created by population changes, racial differences, urbanization, and technological growth.

These goals give an unambiguous direction to educational efforts. The individual requires and deserves an opportunity to learn, develop, and mature. State and society need competent and responsible citi-

zens who can deal with governmental and societal issues. Quality and excellence are essential to the teaching-learning relationship that forms the heart of education and sustains a spirit of open inquiry. Economic and cultural development are goals of substance and worth that must be supported and encouraged. Problem-solving skills and competencies are valued means for sustaining and enhancing quality of life.

In brief, the overriding goal of postsecondary education should be the development of the individual for full participation and effectiveness in a productive, democratic society. Educational institutions have an obligation to transmit the values of society that foster and enhance the individual's freedom of opportunity and citizenship responsibilities in a democratic society. The interdependency of individual and society require that each sustain the other. The development of human talent remains an important function of all postsecondary institutions. Universal access to postsecondary education does not imply equality of educational outcomes and does not lessen the need to identify, recruit, and develop specialized talents that are, by their nature, rare. Concurrent with the development of human talents, there is a continuing belief that strength is to be found in a diversity of institutions and programs. This belief will continue to foster comprehensive statewide systems of public education as well as moral and financial support for private institutions of postsecondary learning. Diversity within statewide systems will be encouraged because it is neither possible nor desirable for postsecondary institutions to achieve complete uniformity.

Nine priorities for postsecondary education are presented in the following pages. For convenience of presentation, the priorities have been grouped but an order of importance or timing has not been assigned. Two priorities deal with statewide planning and may be regarded as of more immediate concern to state agencies and public leadership. Four priorities deal with needed curricula or program change in postsecondary institutions and should receive a high ranking by administrators and faculty. The remaining three priorities deal with pervasive problems and issues that will require the attention and concern of policy and decision makers at most levels of institutional and public action.

*Two priorities dealing with statewide planning are presented in an effort to gain a more efficient use of public resources for postsecondary education. These priorities state the need for better planning and decision-making at all levels of academic and public administration and emphasize the desirability of bringing plans and programs for minority and ethnic groups into a general framework of statewide planning. Sporadic or expedient planning cannot be efficient in an era of uncertain resources, and the educational needs of minority groups cannot be handled effectively on an ad hoc basis. Interstate cooperation should suggest ways in which valuable resources can be shared and used more efficiently.*

**Statewide planning in postsecondary education must be assigned a high priority. Improvement of the planning and decision-making process at both the institutional and the state levels is essential.**

Planning for postsecondary education has received varying attention and interest during the past 25 years. Southern states have supported and made commendable progress in developing comprehensive, statewide systems. Frequently, however, there has been too little effort to ensure systematic decision-making in the development of academic programs, the allocation of public resources, and the creation of new institutions.

Today, the need for planning is intensified by the confusion of educational goals and activities now evident in the competing demands of institutions and clienteles. The different sectors of postsecondary education, both public and private, display a variety of philosophies and modes of operation and funding, as well as differing but sometimes overlapping clienteles. The allocation of resources among these diverse sectors requires an improved process of public decision-making. The range and scope of postsecondary education must be better understood, and agreement should be reached not only on general goals and objectives but on specific responsibilities of the various sectors. Private colleges and universities represent valuable

resources that must be considered within the framework of public policy. The private sector should be better represented in the planning and decision-making process, and its strengths preserved.

Because of inflation, competing demands, and limited resources, the cost of "muddling through" is prohibitive. Colleges and universities no longer have the autonomy they have had in the past. Vocational-technical institutes no longer have a mission that is unrelated to the programs of community or two-year colleges. Nor do universities have a monopoly on community or public service and applied research.

Federal policies and programs should be related to the continuing, basic responsibilities of the individual states. More adequate planning and decision-making at the state level rest in part on the federal government's role in postsecondary education. Too frequently, the federal government's role has regulated or redirected the functions of public and private higher education without bringing constructive assistance to the problems with which institutions and states must cope. Reconciling federal and state responsibilities is in the best interests of both government and education.

The critical issue in state planning for postsecondary education is the nature and process of decision-making that shape public policy. Conventional procedures have been dominated by annual or biennial cycles of budget preparation and negotiation. Planning efforts have often bogged down in daily decisions that should be handled routinely.

An effective decision-making process requires adequate organization and preparation at institutional and state levels and better staffing for state agencies. The development of staff capability to analyze educational needs and public resources within a framework of public policy requires closer attention to the selection and preparation of staff to governing or coordinating boards, legislative committees, and executive departments of state government. The effective analysis of needs and resources is dependent upon both a fiscal or budgetary expertise and an understanding of educational programs and functions. Neither form of expertise is adequate without the other.

Also essential are monitoring procedures that permit adaptation to changing conditions. The uncertainties of long-range projections and trends require short-term forecasting skills that can support a planning process open to continuous review and adaptation. The successful use of planning and management tools requires a view of planning as a flexible process that is continuous and dynamic. Also required are explicit statements of the premises on which choices are based and the design of realistic alternatives and options that can be communicated to decision makers.

An improved decision-making process in state planning is dependent upon the changing nature of the decisions that must be made. Instead of the cooperative, agreeable choices that might be made in periods of growth and expansion, the focal concerns of state planning have shifted to the difficult, unpleasant decisions of contraction, balance, or retrenchment. Such decisions require that academic programs be reviewed, that faculty productivity be assessed, and that public resources be reallocated in keeping with societal and educational objectives that are chosen explicitly. In general, while capital funding for physical plants will not be a high priority in the future, it will remain a part of the planning and decision process.

Representation or participation in such decisions is an increasingly important issue in itself. Effective planning requires the involvement of those concerned with program development and administration at the institutional level, and those who represent the public in state agencies within the legislative and executive branches of government. The different backgrounds and viewpoints among such participants imply that a satisfactory decision-making process is essential. The high priority assigned statewide planning does not imply endorsement of any particular type of state agency as best equipped or staffed to handle the matter. How well the planning and decision-making process can be improved will determine to a large extent the success of many educational programs in the next decade.

**The provision of postsecondary opportunities for minority and ethnic groups remains a major priority for the region. State efforts to expand opportunity should be an integral part of state planning to serve the diverse needs of a pluralistic society for education beyond the high school.**

Planning for desegregation frequently has been separate from other statewide planning for institutional and program development. Federal and state legislation, court rulings, and federal agency guidelines have often created an artificial frame of reference for effective desegregation and do not, in all instances, represent the best means of extending educational opportunity to blacks or other minority groups. State planning for the future must encompass a consideration of the needs and expectations of ethnic groups as a significant component within comprehensive statewide planning and development.

While the pluralistic society of the South includes many ethnic groups, there are historical and contemporary factors related to the provision of postsecondary educational opportunity for blacks which call for continuing special attention by both public and private institutions. The traditional roles of colleges and universities, for example, are being redefined within the context of legal issues and sound educational planning. The continuing concern for blacks as a minority group implies that racial issues are still among the more difficult to deal with in postsecondary education.

During the past ten years most programs to expand opportunity for blacks in postsecondary education have been related to identifying what each category of institutions might do—the community colleges, vocational-technical institutes, the traditionally black colleges, the predominantly white colleges, and the multi-purpose universities with graduate and professional schools. Recently the focus has shifted to the design of programs related to problems encountered

in all types of institutions. Such problems include techniques for increasing the retention of minority students, development of comprehensive and coordinated counseling services, design of instruction to equip students with the basic tools of learning, and projection of ways in which "other race" students might adjust more quickly to the campus, whether the assistance is for black students on the white campus or for white students on the black campus.

At the same time, federal agencies—both the courts and the Office for Civil Rights—are requiring comprehensive statewide planning oriented to a broad concept of a unitary state system of postsecondary education. The contemporary roles of historically black and historically white colleges and universities are now being reviewed and redefined within the context of a state's coordinated resources to serve the diverse needs of the total population of postsecondary students. The time has come when state planning to expand opportunity for blacks should no longer be considered as an activity separated from comprehensive state planning in postsecondary education.

A successful implementation of this priority will necessitate a clarification of the respective responsibilities of state and federal agencies in the formulation of policies and programs for ethnic minorities. The continued expansion of educational opportunity to minority and ethnic groups requires a sustained, coordinated effort at all governing levels and within all kinds of institutions, with adequate provision for minority input and participation.

*Four priorities deal with curricula or program change in postsecondary education. There is a need to redefine baccalaureate education in affirmative terms that will stress its original purposes as well as more recent ones. The relationship between education and employment requires better attention at all levels of education, and the quality of graduate and professional education is believed to have a special importance. The fourth priority in this section is an encouragement of new approaches that will be more adaptable or flexible in meeting the different interests and aspirations of postsecondary students.*

## A priority of major importance should be an affirmative redefinition of the purpose, meaning, and value of baccalaureate education with special attention to an appropriate balance of the academic disciplines with the career preparation and personal development of students.

Parents, alumni, citizens, and taxpayers—as well as students and faculty—have a vested interest in collegiate education that should command their attention. Laboratories, libraries, classrooms, expertise, and other resources have been organized for the world's most successful educational enterprise. The challenge now is to make that enterprise fully satisfying and meaningful.

Financial and moral support for higher education, in the past, has been justified in terms of national defense and security, the need for trained manpower, and the development of human capital. The value of an education has often been expressed as return-on-investment, and students have been encouraged to attend college in quest of a better job and a higher income. Federal and state governments have been induced to finance higher education for reasons of economic and technological development.

Recent opinion surveys show a public confidence in higher education second only to medical science. Yet, higher education, along with other social institutions, has suffered an overall decline in public

confidence. Job statistics reflect a market in which college graduates are often underemployed and receive a starting salary not greatly different from other job applicants. Projected downturns in the college-age population, leveling rates of attendance by high school graduates, and the shrinking economic value of degrees in some fields have encouraged some critics to question strongly the benefits of education to both the graduate and society.

The confusion of individual gain with societal benefit and the dominance of economic motives should be dispelled. Public support for higher education should not be predicated solely on economic benefits to the individual. Impressive benefits accrue to society and state, irrespective of initial salaries for the college graduate. Societal benefits and purposes should now be emphasized.

The Carnegie Commission on Higher Education, after six years of extensive study, identified the "clarification of purposes" as the primary priority for the nation. The Commission spoke not only of clarification but also of "the re-creation of a great new sense of purpose." Public disenchantment with higher education was obvious to the Commission, but a concerted re-examination of purposes and functions could do much to re-establish its importance.

Neither the status nor the potential of collegiate education is as bleak as sometimes depicted in the popular media. Innovation and structural change have been brought about by many colleges in their academic programs and course offerings. Colleges have recognized the changing needs of their students and the different expectations of new or nontraditional students. Programs of competency-based education have been initiated both in the liberal arts and in career-oriented studies. Other colleges have renewed their commitment to providing a learning environment, where students are not solely concerned with economic benefits.

Colleges and universities, in general, should promote the functions of education that are not exclusively economic. In addition to skills and competencies that are needed in the job market, a college education should be intensively concerned with the maturation and

development of young adults, their personal and social growth, and the discovery of hidden talents that require a more favorable environment in which to unfold. College campuses should remain a special kind of environment. They should provide those situations and conditions in which students can learn "how to learn" and acquire those habits and attitudes that will assist them to learn throughout their lives. The years of early adulthood remain formative years in which values, beliefs, and habits are shaped for a lifetime. The exercise and development of intellect are purposes to be valued more than ever by a society confronted with pressing social, political, and economic issues.

Universities and colleges remain the nation's most important source of leadership and specialized talent. The preparation of professional, managerial, scientific, and technical manpower continues to be an essential function. Opportunities for intellectual and cultural development, the provision of meaningful community and public services, the preservation and transmission of cultural heritages to new generations are fundamental to the well-being of society.

Redefining the value and functions of an undergraduate education is a special challenge. The revitalization of the liberal arts has long been recognized as a special need, and there is strong agreement that the baccalaureate degree should retain its central place in post-secondary education. Yet, the value of degree programs for undergraduate students has been noticeably undermined by the dominant trends and developments of the past thirty years. Graduate and professional education has influenced course content and requirements, program structure and organization, and the extrinsic value of the baccalaureate degree. Numerous courses, as in science and mathematics, have gravitated downward to the secondary schools while other courses have become specious forms of pre-professional training dictated by the entrance requirements of graduate and professional schools. This dual effect has eroded the substance and content of many liberal arts programs and brought to question the role of the traditional four-year degree. Efforts to shorten or strengthen the baccalaureate degree should be considered closely.

There is an urgent need to reconcile general, traditional forms of undergraduate education with viable forms of career preparation. The dilemma continues to be one in which specialized and technical training offers more immediate benefits in job placement, but general education promises a better adaptability to changing conditions in the job market and offers a more enduring return to the student. Efforts at meaningful, realistic curriculum reform should be vigorously pursued and expanded. Traditional forms of classroom instruction should be reconciled with "extra curricular" experiences of short-term career preparation. Underutilized possibilities continue in work/study programs, experiential learning in job settings, part-time employment on campus, and student activities in general.

In reformulating curricula so that they respond both to the career preparation and personal development needs of students, colleges must strengthen counseling and guidance services to assist students in making effective curricular and career choices. Increasingly, institutional leadership recognizes its responsibility of communicating to the student all possible information necessary for intelligent decision-making with regard to choice of major, prerequisites for projected educational programs and, in general, prudent allocation of time spent at an institution.

A better exposure to the world of work would appear to be unusually advantageous for many college students. The structure and dynamics of industry, commerce, and finance are often as alien to college students as are the crafts and trades for which they believe themselves unsuited. Among the numerous suggestions for a better exposure are work opportunities that would interlink formal instruction and job experience. For some students, work experience would be a valuable phase between high school and college; for others, breaks in their collegiate education could be helpful both economically and experientially.

Whatever forms the interface between education and employment may take in the immediate future, it is imperative that different ones be considered. Work alternatives and options should be main-

tained for students who seek postsecondary education in the expectation that education will result in upward mobility socially or economically. Others, who pursue liberal education primarily as an end in itself, will prefer to learn about the world of occupations as a branch of economics. Most students may prefer a middle course as the best of both worlds—some education for life and some preparation in making a living.

**Education and training for employment is a crucial need for high school graduates in the South. Specific training programs below the baccalaureate should remain a primary function of two-year colleges, vocational-technical schools, and proprietary schools, but the relationship between education and employment requires careful attention at all levels of postsecondary education.**

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The growth and expansion of postsecondary education during the past quarter century have been closely tied to changes in the nation's occupational structure. Professional, managerial, and technical jobs have grown rapidly, offering a broad range of opportunities to college graduates. Sales, supervisory, clerical, and semi-professional jobs have been steadily upgraded in their attractiveness to applicants with one or more years of education beyond high school. Enrollment in college has promised ready employment upon graduation, and each year of education completed has contributed to the lifetime earnings of students.

In recent years the employment benefits of education have been closely questioned. Entry to a professional or managerial job is no longer guaranteed by mere possession of a baccalaureate degree, and recent graduates have found job opportunities seriously curtailed in terms of status and financial rewards. Occupations once thought to have insatiable manpower needs now appear to be amply supplied with workers.

An uncertain job market for college graduates implies that upward mobility and the realization of personal ambition are not guaranteed. Degrees and certificates are essential to many career ladders, but the relationship between degree programs and specific occupations is not always direct. Projections of occupational demand are possible for broad job categories and should be used more widely in career counseling, along with current job market information and careful attention to the interests and abilities of the individual. Early career decisions, although educationally convenient, are not always possible and the opportunity for shifts in programs should be maintained in the freshman and sophomore years.

Much of the changing job market can be attributed to changes in the manpower needs of a technology-oriented society and the sometimes radical adjustments needed in the preparation of personnel for skilled and technical occupations. The education and training of such personnel are a concern for public policy and necessitate the attention of public leaders.

The preparation of skilled and technical manpower is complicated by the uncertainties of change in the occupational structure itself. Unlike the pyramidal shape of a job hierarchy based on a large labor force of unskilled and semi-skilled workers, the contemporary structure is noted for its diamond-shaped distribution and its large proportion of middle-level occupations. Educational requirements for jobs once thought to require little or no formal training have been upgraded and offer job benefits that reduce the once large differences in salary for high school and college graduates.

Programs for career preparation are challenged, therefore, by the necessity of being both flexible and adaptable. As more extensive

knowledge and skill are required for satisfactory performance in an occupation, steps must be taken to overcome the disadvantages of uncertain job opportunities. Better communication and collaboration between educational institutions and prospective employers are needed to prevent the isolation of large numbers of youth from the world of work. Four-year and two-year colleges, vocational-technical schools, and specialized institutes or training centers provide an invaluable resource for career preparation. States must assure adequate provision for coordination among the various categories, with particular regard for cooperation among institutions in geographic proximity. Continuing forms of training and education are necessary for unpredictable changes in work demands and job openings.

The location of public responsibility for job-related training programs is crucial. Colleges and universities traditionally have not viewed vocational training as their primary responsibility. Universities, professional schools, and four-year state colleges, however, are attuned to the career preparation of students for the upper echelons of employment. Collegiate schools of business, for example, have assumed responsibility for the preparation of professional, managerial, and highly specialized personnel in industry, business, and government. The training of salesmen, clerks, and secretaries is seen now as the responsibility of community colleges, proprietary schools, and vocational-technical programs at the immediate postsecondary levels.

Extensive readjustments may be necessary for many institutions of postsecondary education. While the need for technical skills and knowledge is often obvious, there is less awareness of subtle shifts in specific areas of occupational competency. Sales and service occupations, for example, often require a fund of technical knowledge that is acquired under formal instruction. Governmental service and public administration require an increasing professional and managerial sophistication that is not easily gained from work experience alone. Human service occupations demand an understanding of social behavior and personal development that has not been an occupational requirement in the past. Recreation and the constructive uses of leisure time suggest types of skills and abilities that are increasingly relevant.

These changes imply continual upgrading of educational requirements for initial entry and the need for continued learning or job retraining opportunities. For some college graduates these changes mean that their first jobs may not have previously required a college degree. For other students there may be a dual purpose in seeking training for employment and education for cultural enrichment.

Improved access to occupational training is dependent, therefore, upon better recognition that the value of education exceeds the value of initial job placement. Career ladders in the future may be more irregular than those of the past. This possibility suggests continuing education on a part-time recurring basis which will require cooperative planning efforts by employers, educators, and states. Individuals not only will change jobs more frequently but may change occupations several times within their lifetime, making the concept of lifelong learning a particularly relevant one. States may require continuing education for purposes of license or certification renewal.

The constancies in a changing world of work may be identified as: a continuing need for basic verbal skills and literacy, the upgrading of technical and specialized competencies, and the individual's personal need for meaningful, constructive work that will provide an acceptable standard of living. These constancies imply, in turn, a need for better training and educational opportunities, career counseling and information, reconciliation of individual and societal needs in employment, closer working relationships between the world of work and the classroom, and a better understanding of manpower needs in an open society.

**Graduate and professional education of high quality must remain a priority of particular importance in the South, with special concern both for the improved representation of women and minorities and for selective retrenchment in over-expanded fields.**

During the Sixties, the Southern states benefited greatly from national priorities that stressed the need for additional centers of excellence in graduate education and better regional balance for the nation's research and problem-solving capabilities. Federal funds supported the growth and maturation of research universities in regions previously unable to participate fully in the research revolution. Such funds permitted major universities to make impressive strides in their quest for quality and national recognition.

Now, however, graduate education in many institutions has been over-extended and statewide planning requires active consideration of contraction or retrenchment. College and university faculties now absorb less of the doctoral output, and recent graduates have found it necessary to seek employment in settings where Ph.D.'s have not been employed typically. The projected demand for new faculty members indicates that mere possession of a doctorate will not assure faculty appointment. Other career objectives must be considered by graduate students, and a careful re-examination of all doctoral programs must be made. However, in spite of surpluses in total doctoral output, improved representation of women and minorities in numerous fields of advanced study is a major imperative at this time.

It would be extremely unfortunate and unwise if the surplus of doctorates in some disciplines and the uncertainties of career placement in others result in indiscriminate or across-the-board cuts in graduate and advanced studies. Instead, the long-term public interest requires careful evaluation, selective retrenchment where necessary, protection of quality, and planned control of future growth. The nature

and functions of graduate education and research as public resources imply that stronger, established programs should be supported by state policies, whether in private or public institutions. Such action should discourage fragmented programs and encourage use of interdisciplinary programs.

Technological and economic development are generally research-based. The research capabilities of state universities, made possible by the development of graduate education, are of special importance to industry, business, and agencies of state government. A recent SREB survey of the Southern region shows that state officials and university faculty perceive the research capabilities of state universities as highly relevant to the numerous problems of state government. Interdisciplinary approaches, interinstitutional cooperation, and mission-oriented or issues-oriented programs of graduate study are possibilities with many potential advantages for both graduate education and state government.

The initial responsibility for issues-oriented research and services must rest with the universities that have the capabilities needed. The advantages of applied research and services are obvious to most decision and policy makers, but the necessity of continued support for long-range, basic research is sometimes not seen as quickly. As state policies and support become increasingly important for graduate education and research, the interdependence of graduate education and research are also reaffirmed. Both fundamental and applied research are essential; both are intimately linked with ongoing programs of graduate and advanced studies.

Professional education in the South has developed more evenly than graduate education. In recent years, however, pressure for new schools in some fields has at times resulted in erratic additions without full regard to developments in neighboring states, threatening the same danger of overexpansion as seen in some graduate fields. The period ahead, generally speaking, will be one requiring major attention to geographic and specialty distribution of professional manpower rather than one of manpower shortages.

Significant changes have occurred in the relations of professionals with the clients and users of their professional services. The nature of professional services has been altered appreciably by the increased specialization of professionals, the tendency to group practice or new organizational arrangements, and increasing reliance on technological devices, supplementary resources, and paraprofessional staff. Such trends have meant, in turn, that professional services are more and more centralized and less readily available to clients and users in localities that are geographically or culturally isolated. The alleviation of this problem should receive the close attention of planning agencies.

Continuing education for professionals, more and more, is viewed as paramount. The career motives of professionals, the needs and expectations of their clients, the complexity of professional services, and the provisions for relicensure which are being adopted by states result in a crucial demand for continual updating of professional skills and competencies. Professional schools and faculty are challenged to broaden and extend their continuing educational activities and opportunities. The challenge can only be met through flexibility and adaptation within the educational profession itself.

In the past, regional cooperation in both professional and graduate education has met with notable success. Expansion of statewide systems of public higher education during the Sixties and early Seventies has lessened the attention and support given some regional agreements and may have induced some states to pursue a goal of self-sufficiency that will prove, in the long run, to be excessive. There are still great benefits to be gained from the mutual sharing of limited regional resources, and a revitalization of interstate cooperation in certain fields of professional and graduate education would be most compatible with state efforts to use public resources more efficiently. The cooperative efforts of Southern states and the effectiveness of interstate agreements should be given greater prominence.

**Special consideration should be given to nontraditional alternatives for learning at the undergraduate, graduate and professional levels. Program regulations and funding procedures should be designed to implement these options.**

The role of nontraditional studies and alternative learning approaches poses a special challenge for colleges and universities. There is increasing appreciation of need for learning in a variety of settings. Notable experiments with new teaching methods and degree programs have been developed and suggest that wider application would be beneficial.

The development of new programs and structures has not always been accepted by academia or the general public. Both have an apparent preference for the "regular" degrees, even when offered through alternative routes. However, influences such as the changing age composition of educational clienteles make it necessary for public leadership to realize that most of the new alternatives are not mere "add-ons." Citizens themselves are demanding approaches to learning which respond to new needs and take the place of programs which become obsolescent.

Individual differences have always been pronounced among higher educational consumers and have become increasingly so with the arrival of new or nontraditional types of students who have previously not enrolled in typical four-year degree programs immediately upon completion of high school. Older adults, minority groups, and part-time students bring a remarkable diversity of learning skills, motives, and expectations to postsecondary education. The accommodation of these extensive individual differences requires different methods of evaluation, flexible programs and schedules, and new modes of instruction.

The range and scope of nontraditional approaches that have been tried in recent years are impressive. New modes of instruction have been especially promising. Instructional materials are now packaged in numerous forms for self-paced instruction, independent study, self-evaluation, and self-improvement of both basic academic skills and personal development. Course exemption and placement, credit by examination, and team teaching have recognized the individual learning skills of students and fostered a variety of teaching styles on the part of faculty. Perhaps most important, there has been an acceptance of the learning that may have taken place in other settings for other purposes. Work and other life experiences are being studied for the contribution they can make to the individual's intellectual and personal development.

Many faculty members are willing to try new approaches and a substantial number have demonstrated their ability to offer new subject matter to a diversity of students in alternative ways. But these efforts have not been without risk. Frequently the departmental or institutional commitment to new instructional options is lacking and professional or career rewards for innovative teachers have not been assured. In fact, such efforts can prevent the individual teacher from accomplishing other things which colleagues or administrators choose to reward. Institutions should develop evaluation and promotion systems which encourage and give equitable recognition for creative and innovative efforts to stimulate greater student learning.

Nontraditional alternatives within collegiate programs call for the redefinition of faculty workloads and program funding formulas. Individual institutions and state funding agencies should provide a percentage of each unit's budget to develop such approaches for which funds might not be available within traditional credit-hour or faculty workload formulas. The understanding and support of legislatures and governors are needed to provide start-up funds for the desired alternatives new kinds of students will demand.

The National Board on Graduate Education recently has urged graduate schools to increase experimentation with nontraditional pro-

grams. Since graduate schools continue to educate the faculty for other levels of higher education, the development of alternatives would make graduate programs more enticing as well as provide new models for future professors. As is the case at other levels, however, nontraditional approaches will require adjustments in the way graduate faculty use their time and perceive their roles. Experimentation with new developments also will require new criteria for judging and rewarding faculty performance.

All nontraditional programs should meet explicit standards for purposes of evaluation and quality control. The encouragement of such programs should not be confused with a relaxation of academic standards or a dilution of course requirements.

*The following three priorities deal with problems and issues that are, to some extent, perennial. They explicitly recognize the urgent necessity of reform from within the academic profession, the systematic assessment of educational effort, and the improvement of productivity. They emphasize the continuing need for adequate funds in a period of rising costs and the added necessity of expending those funds in an efficient and equitable manner. A high priority is assigned to the service functions of postsecondary education as its services and special expertise relate to state and local government.*

**The academic community has within its own ranks the potential for self-generated reform. That reform should be based on a systematic assessment of educational outcomes and impact, and should lead to improved faculty performance and productivity.**

Rapid growth has encouraged professional and institutional aspirations that cannot always be realized in a period of adjustment and redirection marked by selective growth and differential development. A critical priority for the academic community, and for faculty members in particular, therefore, is to face realistically the limitation of resources in postsecondary education.

It will be especially unfortunate if a sense of realism must be enforced from outside the academic community. There is still time for self-discipline and self-generated reform from within. Although many faculty members have yet to concern themselves with educational results and outcomes, the forces of consumerism and the demand for economic efficiency require close attention to the direct and immediate costs of academic programs, their various subsidies and the sources of such assistance, and the relationship of costs to eventual outcomes and consequences.

Attempts to analyze educational outcomes have been underway for many years. Economists have studied education in terms of its effect on income, lifetime earnings, and monetary benefits in general.

Sociologists have studied the effects of education on social mobility and job status. Some studies have resulted in pessimistic conclusions concerning the effectiveness of education in producing lasting socio-economic improvement in American society. The result is a continuing debate over the potential of education and its efficiency in achieving societal goals.

The limitations of socio-economic analyses may be debated, but the major conclusions of such research do call into question the belief in the power of education to cure social ills and to guarantee economic gain. In the absence of educational goals and objectives that are measurable and relevant, the pessimism and apparent futility of such conclusions will continue to confuse the popular image of education in American society. It is imperative that other analyses and perspectives be brought to the public's consideration.

For many, the slowdown in the growth of higher education is viewed with concern. Yet, many faculty members perceive some advantages in slower growth. They suggest that the changing job market for doctorates may present an opportunity for better selection of new faculty and the improvement of educational quality. These faculty members also believe that their involvement in institutional planning is more essential in times of contraction than in times of expansion. Faculty morale is, in their estimation, dependent upon participation in policy decisions. Questions of faculty retention, promotion, tenure, and salary increases are the bread-and-butter issues in which communication and involvement are crucial.

The readiness of faculty members to participate in institutional planning is questioned by some experienced administrators and professional planners. However, there is agreement that planning guidelines should be made available to faculty members and that faculty members should be encouraged to gain some degree of sophistication in management techniques. This advocacy stems from a special need for acceptable mechanisms or procedures whereby institutions of higher education can consider and set their own priorities. There are insufficient means by which college or university faculties can reach

consensus and express matters of institutional policy. Neither the actions of administrative councils, faculty committees, nor governing bodies are accepted as consensus on institutional goals and objectives. The needs of the institution continue to be perceived differently by faculty and administrators because of different perspectives and aspirations.

Procedures for the expression of faculty opinion should be better shaped to consider the implications of a slow-growth economy, the management of limited or declining resources, and the provision of "essential services." Professional awareness of state needs and societal problems should be sensitized, and commitments to the cooperation of institutions and state agencies should be understood. Administrative leadership should address itself to the downward communication of institutional priorities and policy information as well as the upward flow of planning and management data. Effective response to these concerns can provide viable alternatives to collective bargaining.

The problems of measuring faculty productivity are intensified by a lack of credibility in current practices. The necessity of tying faculty productivity to the budget-making process and the difficulties of relating faculty productivity to indexes of instructional quality are also issues with direct implications for the nature and extent of future funding.

Surveys of faculty show an extensive workweek that often does not correspond to popular notions of academic leisure. Many faculty members report an overall workweek in excess of 40 hours but continue to seek lighter teaching loads because of the press of other duties. Teaching loads have traditionally been set on the premise that faculty require two hours of preparation for each hour of class time. Reductions in teaching loads are in keeping, therefore, with shorter workweeks for most American workers, but the acceptability of faculty workloads remains a source of disagreement between faculty members and state legislators.

Budget formulas or guidelines based on full-time-equivalent students or student-faculty ratios complicate the issue by not consider-

ing other faculty duties and responsibilities. There is a pressing need to bring faculty workloads and budget allocations into a common framework that is understood by, and acceptable to, all parties involved in the evaluation of faculty performance.

Systematic attempts to assess faculty productivity have had shortcomings. Student evaluations, helpful as they are to individual instructors, leave much to be desired because of inconsistencies in application. Peer evaluations for merit increases in salary are resisted by faculty for many of the same reasons, but may be acceptable for purposes of granting tenure and promotions in faculty rank. Self-reports, student ratings, and peer evaluations are all part of an adequate performance review, but their present limitations leave much room for improvement.

Increased faculty productivity is believed by some observers to depend upon a comprehensive program for faculty development. Such a program would begin with better preparation of new faculty members as well as systematic forms of inservice training for those already employed. Crucial to the overall effort is the establishment of an incentive-and-reward system that knowingly considers the faculty member's work assignments and performance in research and public service. Present incentives for faculty performance are often contrary to the duties and responsibilities of teaching, as reflected in the typical faculty workload. This discrepancy is noted by cynical faculty members and disregarded by most academic administrators. The outcome is a tacit agreement that faculty are paid merely to teach; they are rewarded for other activities and efforts.

Inservice continuing education for faculty members should begin at the level of academic departments. The uses of instructional development centers, learning resource centers, summer seminars and workshops, and lifelong learning opportunities are possibilities for inservice education. Funding for such activities should be an institutional priority.

**A crucial priority for postsecondary education is adequate, equitable, and efficient funding. The adequacy of funding must be balanced with an equitable sharing of educational costs, efficient use of financial resources, and access to postsecondary education for all who can benefit.**

Critical in the funding of postsecondary education is the equitable and efficient use of limited resources. Inflation, energy costs, conflicting goals, public disenchantment, and uncertain enrollments are a few of the complications that are evident. Many study groups have agreed in principle that financial obstacles to postsecondary education should be minimized, that costs should be shared equitably, and that postsecondary education should maintain its diversity and strength.

The efficient use of financial resources is essential. If public confidence in postsecondary education is to be maintained, institutional management must be improved and economies of operation and instruction must be effected. Institutions must eliminate needless duplication in degree programs and general courses, and seek a more efficient expenditure of funds in general. Waste and needless expense should not be justified by academic traditions or peculiarities.

The determinants of educational costs are not easily identified, and the equitable distribution of public resources for postsecondary education is not a matter of complete consensus. Many solutions have been offered, however, and various proposals have been tried in different geographic locations. Estimates of proportionate costs borne by students and by society depend on one's assumptions; for example, if foregone earnings are added to dollar costs for tuition, books, and living expenses, the student pays approximately two-thirds of the total costs of his postsecondary education. The remaining third is borne by the public through its governmental agencies and philanthropy.

For institutional support alone, state and local government bear the greater burden at public institutions, followed in order by the federal government, by students and their parents, by philanthropy and by institutional earnings from sources other than tuition. In support given directly to students, the federal government is the major donor, followed by the states and private philanthropy, respectively.

The rationale for federal funding of postsecondary education in the Seventies differs from the Sixties. There has been a growing view that the federal government should permit competitive forces to determine individual costs and benefits, and should enter the market only when there are explicit benefits to society. Federal support is currently being based on the belief that societal benefits should be sought primarily in subsidies to low-income students, in the encouragement of research and innovation, and in the improvement of institutional management.

With enactment of the Amendments to the Educational Act of 1972, federal support to postsecondary education has gone predominantly to students rather than to institutions. "Full-cost funding" through student financial aid continues to be advocated, with the expectation that a voucher system would permit all sectors of postsecondary education to adapt to changing market conditions. Studies of tuition structure and student financial aid are required in each state as a prerequisite to the formulation of more equitable procedures in the distribution of public funds and the assignment of costs borne by students.

As states determine how well they can provide continued access to postsecondary education, they will arrive at varying combinations in cost shares borne by individual and public sources, both within state systems of educational programs and from state to state. The average amount which will be borne by the individual may well increase, but long-term financing of the augmented burden should become correspondingly widespread.

Flow of public funds to the private sector proceeds both as a measure of economic efficiency in using societal resources that are

already available and as a means of preserving the diversity of educational options. There must be a continuing effort by the public and private sectors to re-examine the ways in which each state should deal with these issues and to arrive at appropriate solutions which best serve the public welfare. Specific measures may vary from indirect funding through student financial aid and equalization programs at private institutions, through payment for services, particularly in the health fields, to direct institutional aid linked to students enrolled or degrees awarded. All but one of the 14 Southern states now provide a measure of public funding to the private sector.

The variation of proposals for equitable and adequate funding gives further reinforcement to the need for systematic planning within a framework of explicit state goals for postsecondary education. Planning procedures developed in periods of expansion and growth should be modified to the demands and necessities for reallocation in public resources.

**The talents and resources of postsecondary institutions and of universities in particular should be applied more directly and more effectively to major problems facing state governments.**

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The social, economic, technological, and environmental problems confronting society have altered significantly its potential quality of life and the perspective in which its citizens view the future. Governments at all levels are confronted with new and more complex responsibilities in health, environmental protection, economic develop-

ment, and other areas. Campuses possess talents and resources that need to be brought to bear more effectively on these problems. In particular, universities and state governments should give careful consideration to their respective responsibilities for the application of these talents and resources to problems of government.

Public service programs of universities have expanded rapidly in recent years. A prototype of societal problem-solving is seen in agricultural research and development, and the success of agricultural extension and public service is indicative of public expectations that are frequently expressed. Other examples of societal problem-solving are seen in the mission-oriented laboratories and institutes that have been sponsored by the federal government and others.

The success of extra-departmental agencies on university campuses is attributed to the mobilization of skills and talents that have not, in the past, been found in other institutional settings. The presence of such research, technical, and managerial capabilities has sustained the belief that campuses are valuable reservoirs of talented manpower. This belief is reinforced by the interchangeability of professional personnel that has taken place among federal and state agencies, universities, foundations, and innovative industrial organizations over the past twenty years. In addition, of course, universities possess computers, communications media, laboratories, libraries, and technical support that can be shared in dealing with a wide array of problems.

To bring the problem-solving capabilities of higher education to the successful solution of societal and environmental issues, new arrangements are needed. Institutes, centers, and laboratories provide a mission-oriented structure that overcomes many disadvantages of the academic department. Other measures are also needed, such as explicit contractual agreements with faculty and technical staff and incentive-and-reward systems that are directly tied to productivity and specific outcomes. The terms and conditions of released-time, joint

appointments, and extra compensation should be explicit and feasible. A strong effort should be made, however, to prevent such arrangements from resulting in further partitioning of universities and increased bureaucracy.

The commitment of universities to societal problem-solving must be matched by the initiative of state governments in assuring that academic competencies are utilized in the solution of their ever-growing range of problems. States should examine various models that have been developed for greater effectiveness in state government-university relations. Some may need to add appropriate responsibilities and staff to their higher education agencies. Others may elect to establish separate councils of representatives from the academic community and state government. Whatever the model chosen, the interface of universities and agencies must facilitate and promote rather than impede the application of academic resources to societal problems.

# Summary and Conclusions

The growth and expansion of postsecondary education over a quarter century have been dominated by concerns for the geographical distribution of institutions, the construction of physical facilities, the addition of programs, and the recruitment of faculty and staff. National and regional success in meeting these challenges has led to new responsibilities and different challenges.

The immediate future appears as a period in which attention must be given the unintended and unanticipated consequences of growth and expansion. A different set of priorities and commitments will be necessary for the continued success of education beyond high school. The resources available to postsecondary education are limited and must be efficiently used.

An effort has been made to identify priorities for the continued development of postsecondary education in the South. A major priority has been assigned the improvement of the process by which plans and decisions take place in postsecondary education—the structure and process by which limited funds will be allocated and by which public resources will be used.

Education and training for employment has been identified as a special need for high school graduates in the region. Postsecondary education must offer a broad range of opportunities for education beyond high school, and the full diversity of postsecondary institutions and programs must be considered in statewide planning for the effective use of public resources. Directly related to this necessity is a critical need to redefine the purpose and meaning of a baccalaureate education. Undergraduate programs, which have traditionally been the heart of a college education, must be re-examined in terms of changing demands and expectations for education.

Other priorities have been identified for the active consideration of academic and public leaders. Consolidation and restraint in development of graduate and professional education, the adequacy of fund-

ing, the use of specialized talents and resources in the solution of societal problems, the need for self-generated reform within the academic community, greater use of nontraditional approaches, and the provision of postsecondary opportunities for minority and ethnic groups are matters that require careful consideration by policy and decision makers in the Southern states. Each priority implies that choices must be made in the immediate future and that commitments must be explicitly recognized.

Growth and expansion—in the sense of "more" or "bigger"—are no longer the commanding direction to be taken by institutions or state systems. There are numerous reasons why growth cannot continue in the same manner and with the same expectations for continued support and development. The alternatives and options now open suggest that state systems of public higher education cannot support doctoral programs in all institutions aspiring to university status. They imply that two-year colleges and other postsecondary institutions should not be built merely to satisfy community pride. Constraints must be imposed upon institutional development, proposals for new programs, and increased support for existing programs.

The conditions of the mid-Seventies, therefore, are vastly different from those of the early Sixties. The uncertain outlook gives strong impetus to the reassessment and readjustment of postsecondary education. Each state must consider its priorities and commitments in terms of its own needs and resources, the prospects for federal support of national objectives, and the region's willingness to share resources that have widespread benefits. Regional cooperation is essential to planning efforts at the state level, and institutional cooperation is necessary to the efficient use of public resources. The continued development of education beyond the high school is dependent upon how well academic and public leadership can agree on the order of priorities and bring the resources of state and society to bear on implementing them.